UNIT 13 THE INDIAN CONSTITUTION

Structure

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13.0 OBJECTIVES

This Unit aims at familiarising you with the basic tenets of the Indian Constitution. After reading this Unit, you will be able to:

- discuss the background and genesis of the Indian Constitution;
- describe the composition, nature and working of the Constituent Assembly;
- bring out some of the important features of the Constitution such as the Fundamental Rights and Directive Principles of State Policy; and
- give an overview of the Constitution, especially in the light of recent attempts to comprehensively review it.

13.1 INTRODUCTION

In this Unit,' you will be reading about the Constitution of India. To understand all that our Constitution stands for, you should first:know as to what a Constitution means. Simply put, Constitution of a country is a summation of its fundamental aspirations, values, framework of governance and laws: usually in the form of a document (written Constitution). No other law. document etc., can supersede or go against the Constitution: otherwise, the judiciary exercising its power of review (judicial review) can strike them down as unconstitutional.

4 Constitution, by and large, is a written one (the Indian one for example). but it can be unwritten too (the British is the most well-known case). An unwritten Cons. tution is based on conventions and practices. By its very nature, it tends to be less rigid than a written Constitution and can. arguably, respond better to the changing needs of the time. To understand the Constitutional framework of a

country, it is essential to comprehend its historical background, major features, specific amendments and review provisions. This Unit will try to familiarise you with all these aspects.

13.2 THE INDIAN CONSTITUTION : HISTORICAL BACKGROUND

The Indian Constitution, the Preamble as well as the main body, reflect the legacy of the national movement for freedom. Its emphasis on pluralism, secularism, opposition to all types/forms of discrimination, provision of equal opportunities to all for self-development and many other similar concerns epitomise values that came to the forefront during the country's struggle for freedom against colonial rule. The anti-colonial leadership, especially its stalwarts M.K. Gandhi and Jawaharlal Nehru were the most visible symbols of the ideas and values that our Constitution eventually came to embody.

Mahatma Gandhi, as you would perhaps know, started his political career and public life protesting against the policies and practices of the colonial government in South Africa. He came to India in around 1915 and plunged into the fight against British colonialists. These experiences of combating colonialism shaped his world -view to a very great extent. He came to oppose discrimination of all types/ forms and this strong anti-discriminatory stand of Gandhi is amply reflected in the Preamble as well as the main body of the Constitution. Gandhi's emphasis on small and cottage industries. his opposition to intoxicants (especially alcohol) are also reflected in our Constitution.

Mahatma Gandhi's declared political heir, Jawaharlal Nehru, was an internationalist in outlook and like Gandhi, opposed to colonialism and imperialism everywhere. He visualised an independent (non-aligned) foreign policy for free India and this is seen in the Constitution that was finally framed and later on, adopted in 1950. Nehru was also a strong votary of a secular, plural polity. This secularist, pluralistic vision of his is showcased well in the Constitution. As also, his emphasis on developing a scientific temper. This is because Nehru was vehemently opposed to obscurantism, superstitions and dogma of any kind. His leanings towards the Soviet model of planned economic development is reflected in the Constitution that adopted the socialist mixed economy as the future path of development.

The Indian leadership was also inspired by the American Declaration of Independence (1776), the French Declaration of the Rights of Man (1789), as well as the Constitution of the Irish Republic. The French revolutionary slogan of Liberty, Equality and Fraternity finds an echo in the Preamble of our Constitution. It should interest you to know that our Constitution has been in the making since the Indian Councils Act of 1861 and has also drawn upon the Indian Councils Act of 1892, the Morley-Minto Reforms of 1909, the Montague-Chelmsford Reforms of 1919, the Simon Commission Report of 1942 and the Indian Independence Act of 1947. The provisions in our Constitution for a parliamentary form of government, legislative councils, provincial autonomy and many other features are traceable to the above'mentioned Government Acts of British times. Thus, it should have by now become clear to you that the Indian Constitution has a rich historical background preceding its formulation.

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) Explain the meaning of Constitution.

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2) Trace the historical background of the Indian Constitution.

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13.3 CONSTITUENT ASSEMBLY AND DRAFTING OF THE CONSTITUTION

The Constitution that we have today is not the result of some disjointed, episodic exercises by wme individuals. It has been, in fact. drafted and created by a body of learned people from different walks of lift: specially constituted and convened for the explicit purpose of formulating free India . Constitution. Thus body was the Constituent Assembly, about which you will he reading in some detail in this section. It nay interest you to know that the Constitutions of most of the countries have been drafted by such assemblies/bodies.

13.3.1 Composition

The Constituent Assembly was headed by Dr. Rajendra Prasad who later on became India's first Prerident. Jawaharlal Nehru who became the first Prime Minister of free India was possibly the most prominent figure of the Assembly. Among the other famous names, the Assembly comprised luminaries like D. B.R. Ambedkar, Sardar Vallabh Bhai Patel, Pattabhi Sita Ram) ya and J.B. Kriplani. A good number of the members had strong legal backgrounds, which most definitely facilitated the task of Constitution-making. The total strength of the Assembly was 381. The membership of the Assembly was drawn from different political parties, most important of which were the Congress and the Muslim League. In addition, independent members. representatives from the Governor's Provinces and the Princely states were also precent.

The core of the Constituent Assembly was the Drafting Conunittee which was chaired by Dr. B.R. Ambedkar. It should, therefore, not surprise you that Ambedkar is often described as the Father of India's depressed classes. He had an eminent professional background and legal expertise and was. thus well-equipped to pilot the Constitution framing process and to deal with the various complexities inevitable in the Herculean task. Ambedkar's influence can be particularly, seen in the special provisions for Scheduled Castes and Tribes (SCs and STs) that the Constitution came to Incorporate.

various provisions of the Constitution were debated at length in the several committees that were formed for the purpose. After extensive debates and

discussions, these provisions were presented to the Assembly for due consideration. Based on the deliberations in the Assembly, the Drafting Committee prepared the draft text of the Constitution. The final document, after amendments, was signed on November 26, 1949 and came into force two months later.

13.3.2 A Critique

The Constituent Assembly was a body of accomplished people which laboured assiduousiy to give to free India a Constitution that Indians would be proud of. Still the Assembly has been subjected to some criticisms. The main criticism against the Assembly spearheaded essentially by the Muslim League was that it was a Congress/Hindu dominated body Because of this belief and conviction, the League never participated enthusiastically in the deliberation of the Constituent Assembly and eventually stayed away

The Congress was led by Jawaharlal Nehru who was a democrat to the core. He made allowance for every opinion and never tried to bulldoze his or the Congress Party's position on various issues. Moreover, the chairman of the Constitution Drafting Committee, Dr. Ambedhar was also a democrat every inch of the way and permitted all members to have their say The fact that the Constitution which was eventually framed took due cognisance of the aspirations of religious minorities belies the allegations of the Muslim League. The Assembly followed the principles of consensus and accommodation on matters coming up before it. The Constituent Assembly completed the task of Constitution-making within a period of three years, whereas several other countries took several years to have their first Constitution. Also. it goes to the credit of the Assembly that the Constitution of free India was never abrogated and a new one introduced.

13.4 THE PREAMBLE

The Preamble, or the beginning. of any Constitution is also known as its soul or spirit. So is the case with the Indian Constitution. Its Preamble sets out the tone and tenor of the entire Constitution. It declares India to be a sovereign, secular, democratic republic assuring liberty of thought, expression and belief to all its citizens, equality and justice to all the citizens. These words constitute the cornerstone of the Constitution. The main body of the Constitution is an evocation of the beliefs and ideals enshrined in the Preamble.

The exact text of the Preamble, which you should know, is given below:

"We the people of India, having solemnly resolved to constitute India into a Sovereign Socialist Secular Democratic Republic and to secure to all its citizens:

Justice, social, economic and political.

Liberty of thought, expression, belief, faith and worship.

Equality of status and of opportunity; and to promote among them all.

Fraternity assuring the dignity of individuals and the unity and integrity of the Nation.

In our Constituent Assembly; this twenty-sixth day of November 1949, do Hereby Adopt, Exact and Give to Ourselves This Constitution."

Note: 3 Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) Write a note on the composition and working of the Constituent Assembly that drafted the Indian Constitution.

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2) Write a short note on the Preamble of the Constitution.

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13.5 BASIC FEATURES OF THE CONSTITUTION

The Constitution of India is a lengthy, voluminous document that deals with various aspects of Statecraft. It is divided into several chapters and volumes that cover the nature of the polity, relations between the centre and the constituent units, powers and functions of various Constitutional bodies and so on. It is not possible to cover all the details in the limited scope of this Unit. However, we can certainly deliberate over the basic features of the Constitution. These features are:

(a) A Written Constitution; (b) Parliamentary Democracy; (c) Independence of the Judiciary; (d) Cooperative Federalism (e) Fundamental Rights and Duties; and (f) Directive Principles of the State Policy. Some of these features, Fundamental Rights and Directive Principles of State Policy, for instance, are important enough to deserve a special mention. These are, perhaps, a unique feature of our Constitution. Other Constitutions do not really have similar provisions.

Let us now examine each of the above features in some detail:

A Written Constitution

As pointed out in Section 13.1, ours is a written Constitution. In fact, the majority of the Constitutions in the world are written. The unwritten Constitution of the United Kingdom is a notable exception. As the very nomenclature indicates, the Constitution of our country is in the form of a written document. Our Constitution, though written is not rigid the way written Constitutions generally are. This is reflected in the number of times it has been amended since independence.

Parliamentary Democracy

As you have already read in this Unit, India is a parliamentary democracy based on the Westminster model of the United Kingdom. In such a framework, the head of the government is the Prime Minister who has a Council of Ministers to

coordinate with him and to assist him in the day-to-day task of the administration. The head of the State is the President (as in the case of India). All administration is carried on in his name, but he is a nominal (figure head or *de jure* sovereign) executive. The legislature, the executive and the judiciary are the three major organs of the government that interact with each other on the basis of the principle of fusion of powers.

Independence of the Judiciary

Judicial independence is another hallmark of our Constitution. The provisions of the Constitution have ensured that the judges are able to discharge their official duties without fear or favour. Basically, there are Constitutional guarantees governing their service conditions to the effect that they do not feel any pressure in their official functioning.

Cooperative Federalism

In the scheme of things, a federal state is one in which the powers (especially legislative) are divided between the central government and the governments of the constituent units. The USA is a prime example of a classic federal state where the central/national government in Washington D.C. has only a few overriding powers with the constituent governments enjoying full autonomy otherwise. In contrast, is a unitary state like the UK where the central government in London enjoys superseding powers over the composing units. India's is a mixed case, i.e., it is neither a pure federal state nor an out and out unitary state. The Constitution of India actually declares it to be a Union of States (Article 1). In the Indian scheme of things, there is a list of subjects on which the central and state governments can legislate (Union List) and on which the state governments alone can legislate (State List). However, in case of any dispute, the law enacted by the central government prevails, Generally, the two sets of governments have acted in a spirit of cooperation, showcasing the inherent cooperative schemes laid down in the Constitution. Hence, the expression 'Cooperative Federalism'.

Fundamental Rights and Duties

As already mentioned, Fundamental Rights are a very important component of our Constitution. In fact, they are probably a unique feature of our Constitution. You may note that the keenness and insistence of the founding fathers of our Constitution to include Fundamental Rights for all citizens were really shaped by their experiences of fighting the British colonialists. The framers of the Constitution had experienced first hand the crushing of liberties during different phases of subjugation by the British. They were determined that citizens of free India were not subjected to such experiences ever again. Hence, their strong emphasis on Fundamental Rights. The Constitution guarantees certain rights to its citizens considered fundamental for their well-being. These rights are enforceable by the courts of law (unlike the Directive Principles of State Policy). They are the bedrock of an Indian citizen's life, liberty and property. The various Fundamental Rights are:

(i) Right to Equality; (ii) Right to Freedom; (iii) Right Against Exploitation; (iv) Right to Religion; (v) Cultural and Educational Rights; and (vi) Right to Constitutional Remedies. The Right to Property was earlier a Fundamental Right, but was made a legal right through the 44th Constitutional Amendment Act. Thus, it is not a

Fundamental Right. In effect, what this means is that the property belonging to any person can be acquired by the government by paying appropriate compensation.

You should know that except during an emergency, Fundamental Rights cannot be suspended. But even in such a situation, Articles 20 and 21 remain in operation. These two Articles deserve a mention. Article 20 states that 'No person shall be punished on the basis of laws that are enacted after a crime has been committed (protection from ex-post facto laws), protection from being punished more than once for the same offence (protection from double jeopardy), and protection from standing trial against oneself' (protection from self-incrimination). Article 21 on the other hand, ensures protection of personal life and liberty'. What this basically means is that the state does not have the right to take away the life of a person, except through the procedure established by law'.

So much for Fundamental Rights. Now, coming to Fundamental Duties, they are another special feature of our country's Constitution. However, they are a rather late addition; they were not a part of the Constitution that free India adopted in 1950. These duties became a part of Constitutional framework after the mid-1970s. The concept of Fundamental Duties gained currency following the realisation that increasingly a large number of Indians had started to think and act as if they only had rights or claim to rights, but no corresponding duties/obligations towards each other/the country. Their mindset had led to increasing situations of 'social and civil anarchy. It was felt that it was time the citizens of free India were made to realise that the enjoyment of rights they took for granted was contingent upon the performance of certain duties. Hence, the concept of Fundamental Duties.

Some of the important Fundamental Duties are: protection of the territorial integrity and sovereignty of India, respect for the national flag, emblem, promotion of a clean environment etc. Failure to perform the various Fundamental Duties may invite punitive action as per the various provisions of law.

Directive Principles of State Policy

As the very nomenclature indicates, Directive Principles are guidelines to the government for just and effective governance. The Constitution lists a series of them; for instance, provision of equal pay for equal work, prohibition of all intoxicants, especially alcohol, promotion of small and cottage industries etc. Though the Directive Principles are not legally enforceable, this in no way means that they are unimportant. Over the years, in post-independent India, the government of the day has enacted suitable legislation based on various Directive Principles. So, we can say that over time, many of these Principles have become legally enforceable also.

It may interest you to know that the Directive Principles of State Policy are an influence of the Irish Constitution. The above, then are the basic features of our Constitution. These would give you a fairly good idea of the essence of the Constitution. We can now move on to the next Sections dealing with the Amendments to the Constitution.

Check Your Progress 3

Note: 3 Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) Enumerate the basic features of the Indian Constitution.

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2) Write a note on Fundamental Rights and Fundamental Duties.

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13.6 AMENDMENTS TO THE CONSTITUTION

The framers of the Indian Constitution, in their wisdom and foresight, created as comprehensive a Constitution as was humanly possible. They visualised the likely situations/scenarios that would be faced by the rulers of independent India and tried to provide for mechanisms to deal with various contingencies. However, no document is foolproof and thus, after independence, depending on the exigencies of a situation, the Constitution has been amended. To the credit of the Constitution's founding fathers, they foresaw that situations might arise necessitating Constitutional Amendments and therefore, laid down an elaborate procedure for the same. Thus, in the last sixty years of independence, the Constitution has been amended a little around ninety times. The Amendments have covered a wide area of public and family laws, the policy of positive discrimination, environment protection and many other areas of concern for the citizens as well as the government. Fundamental Duties, about which you have read in the preceding section, were in fact added to the Constitution by the 42nd Constitutional Amendment Act of 1976.

Apart from the Constitutional Amendments enacted by the Central legislature of the country, viz., the Parliament, the Judiciary, especially the Supreme Court has made important announcements relating to the Constitution from time to time. Thus, in one of its most important judgements given in the early 1970s, it declared that the basic structure of the Constitution could not be changed. This was the famous Kesavananda Bharati Case (also known as the Fundamental Rights Case) of 1973. The Supreme Court gave the ruling that while the Parliament could amend the Fundamental Rights also, it was not competent to change the 'basic structure' or 'framework' of the Constitution. The significance of the doctrine of basic features lay in the fact that it expanded the scope of the power of Judicial Review. Constitutional Amendments and Judicial Pronouncements have, thus, been important milestones in the evolution of the Indian Constitution.

Check Your Progress 4

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) What is the significance of the 42nd Constitutional Amendment Act of 1976?

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2) Bring out the importance of the Kesavanand Bharati Case.

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13.7 REVIEW 'OF THE CONSTITUTION

In recent times, there have been debates, discussions, talks and certain concrete efforts towards a review of the Constitution. There have been concerns voiced in various quarters that for the Indian State to be more responsive to its citizens' needs, the Constitution needs to be looked at afresh. There have been other motivations too. Thus, for a long time now, it has been argued in influential circles that India would progress faster if it switched over to a Presidential form of government (from the current Parliamentary set-up). Then. there have been innumerable and incessant debates on Article 356 of the Constitution which deals with the President's emergency powers. The controversy centres on the suitability or otherwise of imposing President's rule in a State where the Constitutional machinery has broken down (really or allegedly). Many have advocated doing away with the said Article altogether or appropriately modifying it.

A more current and controversial concern with far-reaching implications has been the desire of certain political formations subscribing to a particular political ideology to change the Constitution's secular, pluralist ethos to a narrow, sectarian one. It is important to mention here that one of the latest bodies constituted to review the working of the Constitution was the National Commission, established on January 27,2003 with the then Chief Justice Venkatachaliah as its chairman.

The mandate of the Commission has been: The Commission shall examine, in the light of the last sixty years. as to how far the existing provisions of the Constitution are capable of responding to the needs of efficient, smooth and effective system of governance and socio-economic development of modern India and to recommend changes, if any. that are required to be made in the Constitution within the framework of Parliamentary Democracy without interfering with the basic structure of features of the Constitution.

The Commission identified ten areas for review and made 248 recommendations pertaining to them. However, the Commission's report did not result in any substantive political action. Largely, because of the apathy of the political class, as well as the vested interests involved. Thus, the Constitution as we know it today, has not changed in essence, The talk of a comprehensive Constitutional review has remained just that i.e., talk motivated by varying political agendas rather than any genuine desire for Constitutional fine tuning.

Check Your Progress 5

Note: *ij* Use the space given below for your answers.

ii) Check your answers with that given at the end of the Unit.

1) Write a short note on the Venkatchaliah Commission.

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13.8 LET US SUM UP

In this Unit, you have been given a basic idea of the Constitution of our country. You have been familiarised with the meaning of the word Constitution. You have learnt that the Indian Constitution has a rich historical background. You have also read about the Constituent Assembly, the special body specifically constituted to draft the Constitution. The influence and the role of India's anti-colonial leadership, M.K. Gandhi and Jawaharlal Nehru among others, in the framing of the Constitution would have become evident to you. The soul of our Constitution is its Preamble that emphasises the ideals of liberty, equality and justice. Fundamental Rights, Directive Principles of State Policy and Fundamental Duties are very important integrals of the Constitution. Our Constitution, though a written one, is not rigid. It has been amended from time to time in response to the various exigencies. In recent times, there has been a lot of debate and some action towards a major Constitutional review. However, this has not really got going because the intentions behind it have been dubious. This Unit discussed all these features for you in some detail.

13.9 KEY WORDS

De jure Sovereign : Rightful Sovereign or Supreme ruler.

Judicial Review : The power of the Supreme Court to declare any law or act of the government as ultra vires or null and void, if found to be unconstitutional or against the Rule of Law.

13.10 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress '1

Your answers should include the following points:

1) See Section 13.1

2) See Section **13.2**

Check Your Progress 2

Your answers should include the following points:

1) . See Section **13.3**

2) See Section 13.4

Check Your Progress 3

Your answer should include the following points:

1) See Section 13.5

2) SeeSection13.5

Check Your Progress 4

Your answers should include the following points:

1) See Section 13.6

2) As above.

Check Your Progress 5

Your answer should include the following points:

1) See Section 13.7

UNIT 14 DEMOCRATIC PROCESSES

Structure

14.0 Objectives

14.1 Introduction

14.2 Democracy : Concept and Meaning

- 14.2.1 Historical Background
- 14.2.2 Various Perspectives
- 14.2.3 Defining Democracy
- 14.2.4 State Institutions and Non-state Actors

14.3 State Institutions and Democratic Process

- 14.3.1 Structure of the Government
- 14.3.2 Local Self-governing Institutions
- 14.3.3 The Election Machinery

14.4 Non-state Actors as an Important Part of Democratic Process

- 14.4.1 NGOs (Non-governmental Organisations)
- 14.4.2 Pressure Groups and Lobbies
- 14.4.3 People's Movements

14.5 Appraisal and Overview

14.6 Let Us Sum Up

14.7 Key Words

14.8 Answers to Check Your Progress Exercises

14.0 OBJECTIVES

In this Unit, you will learn about the various democratic processes with special reference to India. After reading this Unit, you will be able to:

- explain the concept and meaning of democracy;
- elucidate the generally accepted meaning of democracy from among its various perceptions and conceptions;
- discuss the process of democracy in terms of its state and non-state components; and
- appraise the democratic process in India.

141 INTRODUCTION

This Unit deals with the democratic processes in the country. As we are concerned with India, we have to address ourselves to the meaning of the word 'democratic process'. Though it may sound tautological, at a most basic level, we are concerned with the various processes of democracy. It means that we are concerned with the working of democracy. In other words, our focus should be on the working

(operations) of the elements, components etc., of democracy. This leads us to a deliberation over the concept of democracy. For only when we know well as to what democracy really is, can we comprehend its processes. It is to this aspect that we turn our attention now.

14.2 DEMOCRACY: CONCEPT AND MEANING

Democracy, over time, has become a much used and abused term. It has come to mean different things to different people. In the process, one tends to be confused as to what democracy really is. To be able to grasp the essence of the concept, it is better to go into its history.

14.2.1 Historical Background

Democracy, by a popular consensus, is supposed to have Greek origins. In fact, the word democracy comes from the Greek word 'demos', which means the people. Now, what did this mean in ancient Greece? The Greek city-state of Athens is supposed to be the first practitioner of democracy in the world. Here, the people or the citizens participated in the affairs of the statelmatters of governance. Democracy was, thus popular and political participation juxtaposed against state affairs.

This type of democracy came to be known as 'Direct Democracy' in contrast to 'Representative Democracy'; democracy as we know it today. In the representative type of democracy-the type prevalent in India, UK, USA, France etc., instead of citizens themselves direcily participating in Statecraft, choose (elect) their representatives to conduct the business of running the state. For this reason, representative democracy is also sometimes known as elective democracy or indirect democracy. Great Britain or the United Kingdom (UK), to use its more modem name, is the mother of present day representative democracy. Democracy here followed a topsy turvy route involving a prolonged peoples' struggle against the monarchy, eventually leading to the well-known Westminster Parliamentary Democracy.

Representativeor elective democracy is now the universal norm, though it may exist in different forms viz, Parliamentary or Presidential (India is an example of the former while the USA is an illustration of the latter). Thus, looking into the history of democracy, we find that it has travelled a long way from the direct democracy of ancient Greece to the present day representative democracy of the United Kingdom and other countries. However, all through it has implied popular and political participation in the affairs of the state with political participation being based on the elective principle (after the coming into being of representative or indirect democracy); and also on liberty and equality of citizens. Having dealt with the history of the concept, albeit briefly, we can pay some attention to the various perspectives of democracy. This would facilitate a better understanding of democratic processes - the main focus of the present Unit.

14.2.2 Various Perspectives

Broadly, one has the Liberal and the Marxist perspectives to contend with and their various offshoots/variations. The Liberal perspective lays more emphasis (this is in fact a point of criticism by the Marxists) on political equality, while the

Marxist perspective stresses socio-economic equality. The Liberals and the Marxists have always had diametrically opposite views on what democracy is. The liberal version of democracy with its concomitant of adult franchise, periodic elections, individual autonomy, rule of law and equality before law is contemptuously dismissed by followers of Karl Marx as a 'bourgeois' phenomenon. The Liberals, on the other hand, dismiss democracy practised in countries such as the Peoples' Republic of China and the erstwhile Soviet Union as a sham (false) democracy.

Here, we are not concerned with which of the above two perspectives is correct/ closer to reality. What should matter for you is the knowledge that there are different perspectives on democracy. Also, the fact that though there are wide divergences between the two perspectives, there is some meeting ground between the two. This brings us to the generally accepted (consensual) meaning of democracy.

14.2.3 Defining Democracy

Though Liberalism, Marxism and their various offsprings differ significantly on the meaning of democracy, yet both are in agreement on the following :

i) Popular and political participation in Statecraft;

ii) Equality among citizens.

Liberty too figures here, though the Marxists have a very different view of it. In fact, as you might have gathered from the preceding sub-section, the differences between Liberalism and Marxism actually stem from the points of agreement, given above. That is, the Liberals and the Marxists differ on the nature and extent of popular and political participation and as already mentioned, on the notions of equality and liberty. Be that as it may, you can keep the following formulation in mind whenever you study about democracy, viz.

Democracy = Popular and Political Participation in Statecraft + Equality among Citizens + Liberty

14.2.4 State Institutions and Non-state Actors

Democratic process or alternately, the working of democracy in any country entails a consideration of those state and non-state actors that concern themselves with the issues of popular and political participation, equality and liberty (our framework of democracy). Having said this under the category of institutions, one can include the organs of government (a democratic one of course), the election machinery and local self-governing institutions (Panchayati Raj, for instance). The non-state category essentially comprises the civil society, which in turn, comprises pressure groups and lobbies, NGOs and people's movements. Thus, a look into the democratic process in India (the focus of attention in the present Unit) requires an examination of all the above listed components. This is what has been done in the reminder of this Unit.

14.3 STATE INSTITUTIONS AND DEMOCRATIC PROCESS,,

Having gained an insight into the concept and meaning of democracy, we can now go into details of the process of democracy (democratic process). As mentioned

at the beginning of this Unit, when we talk of the democratic process, we are really concerned with the working of democracy or alternately, the operational dynamics of democracy. Keeping in mind our formulation that democracy equals popular/political participation, equality and liberty, a consideration of the democratic process in any country would involve an examination of all those institutions, structures, systems etc., (whatever nomenclature one chooses to use) that concern themselves with the core features of democracy mentioned before.

Check Your Progress 1

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) Explain the meaning of democracy in your own words.

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2) What is the generally accepted meaning of democracy'?

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This Section examines the democratic process in India from the institutional point of view. India has had a long tradition of democracy going back to the ancient time's. The institution of 'Panch Parmeshwar' (assembly of five wise men) in the villages is known worldwide. Though Indian history tells us that monarchy (rule of the king) was the dominant mode of governance, yet many if not all the rulers took due cognisance of voxpopuli (people's voice) and tried to follow the path of 'dharma'. In fact, whenever a ruler became too tyranical, the subjects revolted against him and facilitated the installation of a more benign and virtuous king. However, modem liberal democracy of the Westrninster parliamentary type 'officially' commenced only after independence from British rule on August 15, 1947. We have thus completed 60 years as a democracy and it would certainly be interesting to examine the working of this democracy in more than six decades since independence.

14.3.1 Structure of the Government

As already indicated in Unit 13, India is a Parliamentary Democracy modelled on the Westminster Parliamentary Democracy of the United Kingdom. Accordingly,

the head of the government at the Centre (New Delhi) is the Prime Minister who has a Council of Ministers reporting to him and assisting him in the task of administration. The head of the State is the President. He is a symbolic, nominal executive wielding real and substantive powers only in emergency situations. All administration is carried on in his name by the Prime Minister and the Ministerial Council. The legislature, the judiciary and the executive (comprising the political establishment and the bureaucracy) comprise the three organs or branches of the government. This structure of government, like in parliamentary democracies generally, is based on the principle of fusion of powers between the different government arms in contrast to a democratic government of the presidential type, which is based on separation of powers/checks and balances. (USA is a prime example of this).

The above governmental structure in New Delhi, the capital of the country and the seat of the central government, is replicated in the constituent units-the states- of the Indian Union. Thus, corresponding to the Prime Minister and his Council of Ministers at the Centre, we have the Chief Minister heading a Ministerial Council in a state. Similarly, corresponding to the President at the Centre, we have the Govemor as the symbolic, nominal executive in a state government. Like the figurehead President at the Centre, the Governor exercises substantial powers only in situations of emergency.

This, if you will notice, are the major details of the executive branch of a democratic government in India — at the Centre and in the states. The legislature and the judiciary are the other two major organs of the government. Here, again a basic point to be noted by you is that the pattern at the Centre is duplicated in the states. Thus, as regards the central legislature (Parliament), it is bi-camera1 (two houses) with a lower house (Lok Sabha or the House of the People) and a upper house (Rajya Sabha or the Council of States). This pattern is seen in the states where the lower house or chamber is the Assembly (Vidhan Sabha) and the upper house is the Legislative Council (Vidhan Parishad). It must be, however, mentioned here that some of the Indian states have a unicameral (one house only) legislature; they do not have the Vidhan Parishad.

Coming to the judiciary, again while the central court — also the highest ranking court in the country — is the Supreme Court (again located in New Delhi) headed by a Chief Justice assisted by other justices. In the states, one has high courts headed by the Chief Justice of the high court and assisted by other judges. Thus, you can see that our country has a well-defined government structure with the form and pattern at the Centre being duplicated in the states. Such a well-delineated structure normally facilitates the democratic process in a country. We shall see whether this has been the case with India.

14.3.2 Local Self-governing Institutions

The above governmental structure is what one calls the 'formal' framework of government. However, in a modem liberal democracy, just the formal framework of government does not constitute the only originating point of the democratic process. Institutions outside this formal scheme are another important point from which the democratic process flows.

In the Indian context, the most important and significant local self-governing institution is that of the Panchayati Raj. Panchayats-literallyassembly of panches

(judges) - have been the bedrock of Indian rural life from times immemorial. (Remember we mentioned panch parmeshwars at the beginning of this Unit). However, this most important reference point of the democratic process at the grass roots level was given a formal colouring after the country's independence via the Panchayati Raj Act of 1957. The Act established a three tier structure of rural political participation and decision-making at the village, block and district levels. Later on, in the 90s, more power was handed over to the panchayats with regard to subjects such as finances and elections via the Constitution 73rd and 74th Amendments.

A very significant feature of these new Constitutional provisions was the empowerment of women. The new provisions envisaged 33 per cent reservation in elective posts for women (something that has still not happened with regard to the Parliament and the State Assemblies), and it has been precisely because of this provision, that in the last decade or so, a good number of women in rural India have become panches and sarpanches. The rise of rural women to positions of power has definitely made some dent in the living conditions and social status of women around them.

These local self-governing institutions, as well as political components of the formal governmental structure necessitate an elective machinery for free and fair political participation. Here, it will suffice if we discuss a little about the machinery for the formal governmental structure in the country.

14.3.3 The Election Machinery

As we have mentioned earlier in this Unit, the popular/political participation, liberty and equality are the cornerstones of democracy. However, these do not come about automatically. There have to be instrumentalities/mechanisms in place to ensure the tangible presence of the key elements of democracy mentioned above. Insofar as the first attribute-popular/political participation is concerned - there is a fullfledged election machinery — the Election Commission-established by the Constitution to ensure the citizens' popular/political participation without fear or favour. Popular/political participation in a modern, liberal democracy entails the capability to elect one's representatives through periodic elections to state and central legislatures (State Assemblies and Parliament respectively). This task involves a series of multifarious activities such as preparating/updating of voters' list, preparing electoral rolls, ballot papers etc. It has also within its ambit the vital task of ensuing that the various persons contesting in elections as people's representatives do not violate the 'Model Code of Conduct' laid down by the Election Commission from time to time.

The Election Commission is a statutory, fully autonomous body established by the Constitution of the land to oversee the elections for the Indian Parliament and the State Assemblies. Its independence of functioning has been ensured by a number of provisions. In more than six decades since independence, the Election Commission has played a significant role in ensuring free and fair polls. Thus, ensuring liberty and equality in the electoral arena. We shall examine this aspect a little more in a subsequent section. We have now covered the formal governmental institutions involved in the democratic process in a Liberal Parliamentary Democracy like India's. We now come to non-state actors (a term used here, we only for want of a better word) associated with the democratic process in India.

Check Your Progress 2

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) What do you understand by democratic processes?

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2) Write a note on the structure of the central government in India.

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3) Write a short note on the Election Commission.

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14.4 NON-STATE ACTORS AS AN IMPORTANT PART OF DEMOCRATIC PROCESS

In the foregoing sections, we deliberated over the state institutions in the country involved in the democratic process. However, as already pointed out, the state institutions-organs of government for instance are not the only originator of the democratic process in a practicing democracy. The Non-state Actors falling outside the purview/boundary of formal governmental structure are also an important integral of the democratic process. These non-formal bodies go by the generic, collective name of 'civil society'. Civil society is a very vital source of the democratic process. In fact, in the world today, it is the civil society, which has been in the vanguard of the democratic process much more than the formal governmental institutions. When it comes to the components of the civil society, one has in mind

the NGOs (Non-governmental Organisations), pressure groups/lobbies and people's movements. There may be other elements of the civil society, but these four are the most important ones. Each of these components has been touched upon below:

14.4.1 NGOs (Non-governmental Organisations)

NGOs or non-governmental organisations, as the very name indicates, are organisations outside the formal governmental domain. They work in opposition to as well as in support of the government. (This varies from NGO to NGO). Ever since independence, NGOs have facilitated the government in its vital function of developmental administration. They have also resisted the government's authoritarian tendencies (wherever exhibited). There are NGOs, which even though outside the formal governmental structure, get funds from the government for their day-to-day functioning. However, such NGOs obviously have not been able to expose the governmental malfeasance, the way those NGOs who have their own independent sources of funds have over the years.

14.4.2 Pressure Groups and Lobbies

Pressure groups and lobbies, as already pointed out, are crucial components of the civil society and play their due role in the democratic process. These groups/lobbies are distinguished from political parties by the fact of not holding elective political office. While parties are in the forefront, groups and lobbies work behind the scenes, so to say, and often wield more influence on policy-making/implementation than the recognised political parties. Pressure groupsflobbies generally work towards the promotion of certain specific interests. In a modem liberal democracy such as India, the press, business, students, women are some of the important groups/lobbies.

14.4.3 People's Movements

Movements or people's movements, to use the more appropriate term, have played an important role in strengthening the democratic process in the country. In the Indian context, in the period after independence, one can cite the examples of the Chipko Movement (of Sunderlal Bahuguna fame), the Narmada Bachao Andolan (spearheaded by Medha Patkar and others), the Anti-arrack Movement in Andhra Pradesh led by the rural women and many others. A 'movement', as you might have gathered, can be initiated by a single individual or a group of individuals and has a specific objectives(s). Movements in the post-independent period have helped to crystallise people's grievances against the government of the day and also to sensitise the rulers of Indian democracy about the real needs of the people. We shall give you some more relevant details in the Section on the overview and appraisal of the democratic process that follows now.

Check Your Progress 3

Note: i) Use the space given below for your answers.

ii) Check your answers with that given at the end of the Unit.

1) Write a note on any two of the following:

NGOs, Pressure Groups/Lobbies, People's Movements.

14.5 APPRAISAL AND OVERVIEW

In the preceding Sections, you have read about democracy and the democratic processes. The components of the democratic process-institutional/non-institutional and state/non-state have been made familiar to you. While dealing with the various integrals of the democratic process in a country like India-the formal governmental structure, local self-governing institutions and the civil society— we have also, to an extent, touched upon the operational dynamics of these various integrals. These operational dynamics are what really constitute the process of democracy. It is, therefore, only fair that we pay some detailed attention to this dynamics.

Starting with the formal governmental structure, since independence the three organs of the government (Legislature/Judiciary/Executive including the Bureaucracy) have had an average/moderately good track record in terms of functioning in a democratic manner and facilitation of popularlpolitical participation alongwith the promotion of liberty and equality. In the post-independent period, the governments of the day, both at the Centre and in the states, have enacted several legislations towards equality and liberty of the citizens. Evil social practices continuing for centuries such as untouchability have been banned through various Acts. Seats have been reserved in educational institutions/employment for weaker/ marginalised sections of the population such as the Scheduled Castes/Tribes (SCs/ STs) as well as the Other Backward Castes (OBCs). These sections have also been granted various types of scholarships, as well as reimbursement in fees for pursuing their education at various levels. They have also been granted relaxation in age for competing for government jobs.

As for the women who constitute nearly half of the population, the practice of dowry was banned way back in 1961. In several states of the Indian Union, measures have been taken to provide free education to girls upto a certain level in government – run schools. The practice of sex determination tests has been banned. A lot of advocacy and campaigning has been undertaken to promote the girl child. In the arena of political participation, 33 per cent of seats have been reserved for female candidates in elections to the panchayats. As already pointed out, quite a few women have got elected as sarpanches and have done their bit to improve the lot of their fellow rural women. As for the religious minorities, the Constitution grants them cultural and educational rights to pursue their way of life. The minorities have had their grievances, however, on balance, the Indian State's handling of it minorities can be considered reasonable, if not too good.

Regarding the bureaucracy, its record in the arena of development administration can at best be termed average. The majority of civil servants in India have had an elitist, superior attitude, taking pride in distancing themselves from the masses

whom they are supposed to serve. In the pre-globalisation era — the era of the socialist mixed economy — the bureaucracy was all powerful and pretty much did as it wished, at times even bypassing its political masters. In fact, the nexus of the politicians-bureaucrats-businessmenin the era of the licence permit quota raj led to unprecedented levels of corruption in the country making a mockery of the democratic process according to critics. In the post-globalisation period, as the power of the civil servants is being curtailed due to disinvestment and debureaucrahsahrv, there has been an improvement in atmospherics. Now one often hears a lot about citizen friendly administration and of administrators becoming facilitators. It is, however, too early in time to pass a judgement on whether the Indian bureaucracy has really turned a new leaf.

As for the political leadership and the political parties, they have been more democratic than those in India's neighbourhood, as well as those in many other African/Latin American nations, but still not really at par with liberal democracies of the West. However, keeping in mind the size (physical as well as population) of the country as well as its immense diversity, India's political establishment cannot be given too negative a ranking insofar as the dynamics of the democratic process are concerned.

In more than five decades after independence, the major blot on India's democracy was the national emergency imposed in 1975. This was universally condemned, not the least by the Indian citizenry, which voted out the government of the day in the parliamentary elections held subsequent to the lifting of the emergency. Coming to the judiciary, the other major component of the formal governmental structure, it has by and large upheld the rule of law and the principle of equality before law. In recent years, the judiciary led by the apex court of the country, the Supreme Court has been in the vanguard of protecting the citizen's democratic rights so much so that the term 'Judicial Activism' (denoting the judiciary's activist role) has come into vogue. The Supreme Court itself has taken due cognisance of many 8 Public Interest Litigations, (PILs) filed by private citizens/groups and pronounced far-reaching judgements strengthening the democratic process in the country.

It may be mentioned at this juncture that arguably the most heartening feature of the democratic process in the country has been the democratic spirit, which is deeply embedded in the voice of majority of its citizens. This spirit has been most significantly reflected in the exercise of the voting right to throw out any government that has been authoritarian/unresponsive to the citizens' demands. As already mentioned, in independent India's history, the most notable instance of this has been the defeat of the Congress party under the late Prime Minister Indira Gandhi after the emergency experience of 1975-77. Indian elections have often been great levellers in that the rich and the powerful have lost high political office through the democratic exercise of vote by the poor and the marginalised. In this sense, though a bit narrow, Indian democracy has certainly been a shining example for others.

So much for the operational aspect of the formal governmental structure in independent India. Now, coming to the local self-governing institutions, we have already dicussed in some detail about the Panchayati Raj system introduced in India in the late 1950s. The Panchayati Raj system in rural India has been a reasonably effective exercise in devolution of governmental power. The mere fact of devolution of governmental power at the grass roots level has strengthened the

democratic process in the countryside. The Panchayati Raj system has also facilitated the task of development administration in that it has speeded up the delivery component of various poverty eradication programmes.

We now come to an overview and appraisal of the Election Machinery, which as we pointed out in Section 14.4, is a vital component of any functioning democracy. The main point when appraising the working of the Central Election Commission of India is that though it is a fully autonomous statutory body created by the Constitution, it is only in the last decade or so that it has really become a watchdog of Indian democracy; to be precise of the various political parties and the candidates put forth by them for elective political office. This has been largely due to the efforts of a former Chief Election Commissioner (CEC). In fact, polls are now being conducted fairly and freely and this can be considered possibly the biggest achievement of India's democratic process.

Our overview and appraisal of the democratic process cannot be complete without a consideration of the civil society comprising majorly the NGOs, pressure groups/ lobbies and people's movements. One need not consider them separately here. Broadly, all these components of civil society have succeeded in putting the required pressure on the three organs of government (judiciary included) to make their words and actions conducive to the democratic tenets of political participation, equality and liberty. The authoritarian/dictatorial tendencies of the legislative1 executive arm of the government have been resisted whenever such tendencies have surfaced (the opposition to the emergency of 1975-77). Many citizen responsive legislations and executive orders have come about solely because of the vigilance and pressure of India's civil society. Though there have been lunatic fringes present-basically socio-religious bigots — they have not been able to overwhelm India's basic secular, plural, liberal and democratic ethos. We can, thus, safely conclude that in the period after independence, the process or working of democracy in our country has had its ups and downs, but has not deviated from the basic essence of democracy.

Check Your Progress 4

Note: 3 Use the space given below for your answers.

ii) Check your answers with that given at the end of the Unit.

1) Examine and appraise the democratic process in India in the post-independence period.

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14.6 LET US SUM UP

In this Unit, you have read about the democratic process with reference to India. To be able to make you understand the process of democracy, you were first explained the meaning of democracy. The evolution of democracy from the direct democracy of ancient Athens to the indirect /representative/elective democracy of the UK, USA, India and other countries was traced. The process of democracy was explained by delineating the components involved in it, and then examining their operational dynamics. It is hoped that after going through this Unit, you would be in a better position to understand and explain the meaning of democracy and its working, especially in the Indian context.

14.7 KEY WORDS

Panchayati Raj System : The Balwant Rai Mehta Committee recommended the setting up of Panchayati Raj Bodies in order to achieve the goal of democratic decentralisation in the 1950s. As a result, Zila Parishad, Panchayat Samiti and Village Panchayats came up at the district, block and village levels respectively. Recent 73rd Amendment has given more autonomy in terms of resource generation and infrastructure development to these bodies.

Tautological : Uttering or narrating some thing twice over in different words.

Bourgeois : Rich middle classes.

Public Interest Litigation (PIL) : It means litigation filed in a Court of Law for the protection of 'public interest'. It is not defined in any Statute or Act. Prior to 1980s an aggrieved party could not knock at the doors of justice personally. The efforts of Justice P.N. Bhagwati and Justice V.R. Krishna Iyer were instrumental in bringing about the provision of PIL. Now, any citizen or group can approach the Supreme Court seeking legal remedies for grievances.

14.8 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

Your answers should cover the following points:

1) See Section **14.2**

2) See Section **14.2** and especially, Sub-section **14.2.3**

Check Your Progress 2

Your answers should cover the following points:

1) See Section 14.3

2) See Sub-section 14.4.1

3) See Sub-section 14.4.3

Check Your Progress 3

Your answer should cover the following points:

1) See Section 14.5

Check Your Progress 4

Your answer should cover the following points:

1) See Section 14.6

UNIT 15 ADMINISTRATIVE STRUCTURE AND PROCESSES

Structure

15.0 Objectives

15.1 Introduction

15.2 The Administrative Structure

- **15.2.1** The Chief Executive
- **15.2.2** The Line Agencies
- **15.2.3** The Staff Agencies

15.3 Important Administrative Processes

- **15.3.1** Planning
- **15.3.2** Decision-making
- **15.3.3** Communication
- **15.3.4** Control
- **15.3.5** Coordination

15.4 Let Us Sum Up

15.5 Key Words.

15.6 Answers to Check Your Progress Exercises

15.0 OBJECTIVES

After reading this Unit, you will be able to:

- understand the administrative structure in India;
- discuss the role of line and staff agencies; and
- describe the various administrative processes.

15.1 INTRODUCTION

We encounter public administration everywhere. It is with us. as has been observed, 'from cradle to grave'. Before we discuss the administrative structure and processes, it is necessary to understand the meaning, nature and scope of public administration in some detail. Public administration, simply put, is all about knowledge and technique of administering. It is a cooperative human effort to achieve pre-determined administrative goals and objectives. Public administration is made up of two words, public and administration. Public includes all the activities carried out directly or indirectly by the administrative apparatus of the government. The word 'administer' is derived from the Latin words 'ad' and 'ministare' meaning 'to minister', 'to serve', or 'to manage'. Woodrow Wilson spoke of public administration as a "detailed and systematic application of law. Every application of law is an act of administration".

In the words of L.D. White, "the art of administration is the direction, coordination, and control of many persons to achieve some purpose or objective of public administration. It consists of all those operations having for their purpose the fulfilment or enforcement of public policy". Administrative structure is a planned design. It stands for the relatively fixed pattern of relationships among the various parts of the organisation. These relationships lead to the formation of the structure that is intricately connected with a systematic decision-making process. Here, the structure refers to the established pattern of relationship in an organisation and process refers to the functional aspect of the formal arrangement. An organisation may be public or private; but it is believed that no organisation can match public administration in the range, variety and scale of functions. Thus, administration is an activity, which demands correct analysis and accurate orientation to achieve the objectives of the organisation, and meet the needs of the people in an efficient manner.

The origin of the discipline of public administration can be traced to Wilson's essay on dichotomy of politics and administration. But we have come a long way since then. Now, there is a lot of stress on public administration-economics union and also on the closeness of public administration with management principles. The growing emphasis on administration and politics union recasts the relationship of public administration with the state and society. The study of public administration is no longer inward-looking. It does not merely include bureaucratic structures and processes. The objective is not to look for the 'one best way' of doing a job. The changing scenario has made public administration more multidisciplinary with administrative behaviour and citizen's participation as its important components.

New researches in the area since 1950s have brought public administration face-to-face with the new challenges of governance and citizens' organisations. The systems approach, behavioural approach, human relations approach, socio-psychological approach have all emphasised the relationship of administration with the environment besides highlighting the interrelationship of employees within the public organisations. The role of public administration in the era of globalisation, privatisation and liberalisation also draws the attention on the relationship of the state, public administration, market and society.

The newfound role of public administration in the globalisation context has its genesis in the public choice approach and the New Right philosophy of market supremacy. In this Unit, an attempt will be made to explain the basic administrative structure that rests on the support of the line and staff agencies in India. In addition, the administrative processes like planning, decision-making, communication, control and coordination will also be highlighted.

15.2 THE ADMINISTRATIVE STRUCTURE

In public administration, the Chief Executive performs various legislative, executive and judicial functions in various areas. The Chief Executive in public organisation mobilises the efforts of the personnel to achieve organisational goals. Among administrative functions, the Chief Executive is involved in the formulation of administrative policy; deciding on the details of organisation; appointment and removal of personnel; issuing directions, proclamations, orders etc:, management of finance, coordination of various activities; supervision, control and investigation of the administrative operations; public relations; and maintenance of proper system of communication. Above all, the Chief Executive provides leadership in an

organisation. To perform all these political and administrative functions, the Chief Executive delegates some of his powers to the line and staff agencies, attached to his office. The agencies, which directly carry out the functions to achieve the goal of an organisation are called line agencies. While, the agencies that help, advise and assist the line agencies in carrying out their work are called staff agencies.

15.2.1 The Chief Executive

The Chief Executive is the head of administration at the respective national, state, district and local levels. The Chief Executive could be of different types namely singular, plural or collegiate. In India at the Union level, President is the Constitutional Chief Executive, while the Prime Minister as the Head of the Cabinet is the 'real' Chief Executive. The Secretaries are in charge of different departments like finance, education, health etc., and run the administration in the real sense of the term. At the state level, the Governor is the Constitutional Chief Executive and the Chief Minister is real Chief Executive. At the district level, the District Collector is the Chief Executive, who is the most important functionary in the district administration.

The Union Level

The Constitution of India confirms that the executive power of the Union shall be vested in the President (Article 53). The 'executive power' has been classified under administrative, legislative, judicial and military. Despite these powers, the President is only a nominal executive, as he has to exercise his functions with the aid and advice of Council of Ministers headed by Prime Minister. Thus, the Prime Minister and his Cabinet is the real Chief Executive. However, the President has discretionary powers, such as ordinance-making and pardoning powers. In addition, he has special powers relating to 'Union Territories'. He has the power to give instructions to the state Governors and to appoint certain Commissions for specific matters. Thus, he is not totally deprived of real powers.

Still, it is a fact that the Prime Minister is the linchpin of the executive wheel. As the Chief Executive, he presides over the meetings of the Cabinet, prepares the agenda and guides its deliberations; allocates portfolios among the ministers; and communicates to the President about the happenings in and outside the country. The Prime Minister is the chief spokesperson of the Cabinet in Parliament. He is the chief coordinator of Ministries and Departments and makes the major appointments in the name of the President. He represents the country at international forums. In work, he is assisted by the Council of Ministers. Moreover, the Cabinet Committees, the Cabinet Secretariat and Prime Minister's Office provide staff support to the Chief Executive.

The Cabinet Secretary keeps the Chief Executive informed about the agenda of Cabinet meetings and assists him. The work of administration is run by the Secretariat. It helps in policy-making, framing rules: exercising financial control; and guiding and directing the executive agencies in their tasks. Thus, both staff and line agencies help the Chief Executive. We will discuss the functions of the line and staff agencies later in this Unit.

The State Level

The Constitution of India provides for a federal government having separate systems of administration for the Union and its states. The Governor is a

Constitutional ruler. In practice, he has to act according to the advice of the Council of Ministers responsible to the state legislature. He has powers relating to the appointment of judges and members of the State Public Service Commission; addressing, summoning, proroguing, dissolving the state legislature; and granting pardons, remissions etc. He performs with the advice of Council of Ministers headed by the Chief Minister. He also functions under the direction of the President of India. Thus, the Chief Minister with his Council of Ministers is the real Chief Executive while the Governor is the nominal Chief Executive.

The Chief Minister is the political head at the state level and the Chief Secretary heads the administration. He is the kingpin of the State Secretariat and head of the civil services in the State. The Chief Secretary works as the principal adviser to the Chief Minister; prepares the agenda for the Cabinet meetings, arranges meetings, maintains records of proceedings etc., exercises general superintendence and control over the Secretariat; and gives orders on postings, transfers etc.; of the gbvernment personnel. Thus, he acts as a staff agency to the Chief Minister

The District Level

The role of Chief Executive is very important at the district level. As a basic unit of administration, district is placed under the charge of a District Collector. Thus, District Collector is the chief executive. He is the kingpin of administration, and all the administrative powers are vested in him. The major functions of the Collector are to maintain law and order; check proper implementation of social welfare and development programmes; make necessary arrangements to complete the election process; supervise over the local bodies; assume charge under unforeseen situations and utilise the district machinery to meet the situation; secure coordination at the district level in the working of various State Government Departments; and exercise control over field offices through inspections and meetings with his subordinates.

By this, he monitors different programmes and also fixes priorities. Thus, the Collector represents the state government in its totality. Other government officers in the district look at him for support and advice. He acts as a buffer between the government and district administration, and between administration and citizens. As we have discussed just now, the Chief Executive's office is the end-result of a political process. Chief Executive in a Parliamentary system is controlled by the Legislature, and Judiciary and in an organisation he is controlled by the Board of Directors. In his day-to-day functions, he is supported by the Line and Staff agencies. Let us now discuss the role of these agencies in the following Section.

15.2.2 The Line Agencies

Departments

The Government of India consists of many Ministries and Departments. A Ministry of the Government of India may consist of one Department or two or more Departments. A Ministry consists of a political head or the Minister, a Secretariat Organisation is headed by the Secretary of a Department and Executive Qrganisation of the Department is under the Heads of the Departments. The Department is the largest and most prevalent form of public administrative organisation. It is directly under the Chief Executive or the Secretary and is held in a single chain of command,

The Departmental system leads to a rational classification of the governmental operations that are multiple, diverse and complicated in nature. Departments are formed on the bases of process, purpose, persons or place, famously called the 4 'Ps' in public administration. Departmentalisation helps the Chief Executive in exercising more effective control over administration. This system helps in avoiding conflicts of jurisdiction, overlapping of functions, and duplication of plans. It brings economy and efficiency in the performance of institutional or housekeeping activities. Hence, it promotes standardisation and uniformity of administrative processes.

A Department may be divided into branches, divisions, sections and various other units of an organisation. If a single individual is the head of the Department, it is known as Bureau and if Department is under a number of persons, it is called a Board. A Minister is a political head of the Department and lays down the broad policy framework. He is responsible to the Parliament for the functions of the Department. The Minister is supported by the Secretary who is the permanent executive. The Secretary is the principal advisor to the Minister. The Secretary also represents his Department before Parliamentary Committees. The execution of policy is the responsibility of the executive organisation of the Department. Attached and subordinate offices are different forms of executive organisations that perform various staff functions, which we will discuss later.

Public Corporations and Public Enterprises

In developing countries like India, state intervention in economic and industrial enterprises has become almost compulsory for various reasons. The main reasons for state intervention are to: (i) build up an industrial infrastructure and raise productivity; (ii) increase employment opportunities; (iii) upgrade the standard of living by accelerating national growth and development; (iv) render required services and cater to public utilities like power, transportation and communication as they are heavy capital investments; (v) provide sources of credit to finance agricultural and industrial production and trade in the country; and (vi) reduce dependency on foreign capital and aid. The state becomes a vital partner in industrial development and promotion of industrial enterprise both as a matter of national policy, and to ensure public control over important sectors of the economy.

The Government Corporation has been described by Dimock as a publicly owned enterprise that has been chartered under federal, state or local law for a specific business of financial purpose. In private business, there ate limited liability companies consisting of a large number of shareholders, a board of directors representing the general body of shareholders and a general manager looking after routine administration of the company. In the similar way, to carry on the business and industrial activities of the government, a company-like organisation has been devised. A Board of Directors is responsible for laying down the policies for the Corporation as well as company. The government appoints the Chairman and members of the Board. This Board is responsible for the day-to-day management of the Corporation, which enjoys autonomy of management and flexibility of private enterprise coupled with accountability to the government.

The Joint Stock Company form of management has been used by most of the governments. This type is also known as mixed ownership company. The government contributes substantially to its capital. The Board of Directors appointed by the government heads the management. It includes various joint enterprises,

shared between the state and private interests, which may represent individual private interests or the subscription of the citizens. India has made great use of this company form of organisation for the management of its enterprises, for example, Bharat Heavy Electricals Ltd., Bharat Electronics Ltd., and Hindustan Cable Ltd. Now, with growing accent on disinvestment, privatisation, and contracting out, the public-private partnership enterprises are on the increase, but the format is very different from the traditional company form.

Boards and Commissions

A Board or Commission is generally defined as a group of people, elected or appointed, to discharge public functions collectively. There would be Constitutional commissions, statutory commissions and commissions set up by executive order. The Commissions have some features of the departmental form of organisation and some of public corporation., but by and large, a Board or Commission comes into being for the purpose of:

- The services which are of a quasi-judicial and quasi-legislative character, like public utility corporations involved in quasi-legislative formulation of rules and regulations for determining the rates and conditions of services and quasi-judicial decisions of judgments on issues affecting public and private rights arising under such rules and regulations.
- The services for the exercise of wide discretionary power of general control, such as Public Service Commission.
- Different interests that are represented in an organisation for example Commodity Promotion Board.

There is a slight difference between a Board and a Commission though. A Board is a body of members who act collectively, while a 'Commission' is a body of members who act in two capacities, that is, (i) the members act collectively as members of a Board; and (ii) every member also acts individually as the Head of a distinct branch of an organisation, for example a Municipal Board. The term 'Commission' is generally used when the body is charged with important regulatory duties relating to public utility enterprises. The Commission system provides the best advise and services at a low cost. They are free from political interference and promote active citizens' participation.

15.2.3 The Staff Agencies

Pfinner and some other thinkers define staff in such a way as to include auxiliary functions also. They believe that the staff is of three types, that is, general, technical and auxiliary. Let us discuss their functions in some detail:

General Agencies

The Chief Executive needs the advice and assistance of the staff. General staff helps the Chief Executive in his administrative work by advice, collection of information, research and identification of important issues. For this purpose, the staff provides assistance in reading and replying the letters, preparing texts of lectures etc. Those who do this general type of work are called general staff members. The Prime Minister's Secretariat is an example of general staff. Even the permanent secretary, who advises the Minister, is a generalist and experienced administrator. For the Minister, he performs the functions of the general staff. The

staff has administrative training and experience and gives general assistance and advice to the Chief Executive.

Technical Agencies

The technical staff includes technical officers like engineers, doctors, financial experts, economists, planners and architects. They provide technical advise to the Chief Executive in several technical matters. Their advice is necessary in technical matters like in establishing an atomic energy plant, making decisions regarding financial and economic policy, and framing foreign and defence policies.

Auxiliary Agencies

Auxiliary agencies have been called by Willoughby as "institutional" or housekeeping services. They serve the line department and perform functions common to all the departments. To perform the primary duties, the agencies maintain an office; establish and operate a system for the recruitment of its personnel; perform the work entailed in contracting, purchasing, storing and keeping of accounts. These type of functions have been organised under separate agencies called auxiliary agencies. The Government of India has auxiliary departments like the Law Ministry, Ministry of Information and Broadcasting, Department of Parliamentary Affairs and Central Public Works Department.

Check Your Progress 1

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) Describe the various types of Line Agencies.

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2) Explain the functions of Staff Agencies.

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3) Discuss the functions of the Chief Executive.

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15.3 IMPORTANT ADMINISTRATIVE PROCESSES

The administrative processes refer to situations when the administration is in action. These processes represent the dynamic aspect of administration. At all levels — the central, state or field-administration has to deal with various issues and problems. Within the organisation, many kinds of relationships have to be smoothly conducted to coordinate the activities of the organisation. In the similar manner, external interactions with other organisations also have to be managed. Internal activities in organisation need to be planned and controlled; and flow of information has to be regulated to facilitate relationships and accomplish tasks. Thus, it is evident that an administrative organisation in action exhibits a number of salient processes. Luther Gullick has condensed the duties of an administrator in the famous acronym of POSDCORB. Each letter in this acronym stands for a specific activity or an administrative process:

Planning (P): Working out the plan and methods to accomplish the purpose set for the enterprise;

Organising (O): Establishing the formal structure of authority through which sub-divisions are arranged, defined and coordinated for the objective;

Staffing (S): Ensuring the whole personnel function of bringing in and training the staff, and maintaining favourable conditions of work in an organisation;

Directing (D): Making decisions and embodying them in orders and instructions, and serving as the leader of an enterprise;

Coordinating (CO): Interrelating the various parts of the work;

Reporting (R): Keeping the executive and subordinates informed through records, research and inspection; and

Budgeting (B): Fiscal planning, accounting and control to prepare a proper budget.

All POSDCORB processes are an integral part of the entire administrative structure. Among these administrative processes, there are certain processes like planning, decision-making, communication, control and coordination, which are very important for any organisation. In this Unit, we will confine ourselves to these pertinent processes.

15.3.1 Planning

Planning is the first and foremost activity to achieve desired results in the administrative process. It involves determining goals and committing the resources in advance. Millet defines planning as the process of determining objectives of administrative efforts and of devising the means calculated to achieve the objects. It is a conscious activity of rationalising the decision-making processes in an organisation. According to Herbert Simon, planning is the activity that concerns itself with proposals for the future; evaluation of alternative proposals; and the methods by which these proposals may be achieved. Dimock describes planning as an organised attempt to anticipate and make rational arrangements for dealing

with future problems by projecting trends. Thus, planning is indispensable to administrative process as decisions to realise the goals limit the range of choices available to the administration due to limited resources. Despite its importance, administrative planning is rarely discussed and followed entirely in administration. To be more specific, we are more familiar with economic planning or financial planning, but we know very little about the nature and methods of administrative planning. Yet, the administrator who has earned some reputation in the profession does follow some sort of a planned approach to his job. However, it is understood more as a personal skill than a kind of transferable knowledge.

The tradition has been that the Government Departments function with little formal planning. There are various reasons for this, as John Garrett points out, "there has been a body of opinion in the higher civil service, though it is now diminishing, that systematic research and planning has little relevance to its work. Concentration upon the awareness of ministerial responsibility tends to put a low valuation on systematic research-based planning and a high one on rapid reaction to the topic of the day." Predominance of politics, job security, and profit motive are some of the reasons for lack of sustained planning effort in the government.

However, nowadays the need for planning has been widely acknowledged, and various methods and techniques are being proposed to make planning a reality in the government. The socio-economic and political environment of the government is never static, and the governments everywhere are struggling hard to cope with changes. In fact, resources are always scarce and they have to be allocated among competing alternatives to maximise production and achieve socio-economic satisfaction.

Planning, involves a methodical mental exercise about achievement of results by means of advance preparation of activity-scheduling, Thus, it involves 'simulation' of activity-sequences. With more and more cost consciousness and increasing result-orientation in public administration, planning has assumed critical importance in the government. In a developing country like India, rapid socio-economic development depends on public programmes and projects. In this context, administrative planning has a crucial role to play in development. It is universally acknowledged that administrative planning is the key to planned socio-economic development and achievement of intended results. Every five-year plan sets down targets for each sector like agriculture, irrigation etc. In this condition, administrative planning becomes a pertinent input in target fulfilment and decision-making.

15.3.2 Decision-making

Decision-making is a complex administrative process. It serves the purpose of fulfiling organisational objectives. The decisions affect and are affected by socio-economic, political and cultural factors prevailing in this environment. Therefore, the organisation formally arranges the decisional environment of the individual decision-maker. In this context, the rules and procedures are standardised to help in decision - making. The process of decision-making is set in advance for the guidance of administrators. The decisional scope is sought to be defined by division of labour and limiting the span of control. Work sub-division specifies the tasks at each level. A limited span of control has the effect of delimiting the task space of a supervisor in an organisation. The authority system creates a mechanism for structuring the different levels of decision-making.

'The broad and important policy decisions are taken at the top of the hierarchy. Then they are transmitted to the lower echelons and become the guiding criteria for the junior decision maker who will take decisions of a more detailed and procedural character. In this context, the organisations can be viewed as a means-end chain, on each level of which the supervisor's decisions constitute the major value premises in the decisional environment. The authority system in an organisation also acts as a quality control device. When decisions taken at lower levels are submitted to the higher authorities for their approval, the content is subjected to a process of scrutiny. An organisational communication system provides a formal framework of information flow in aid of decision-making. Thus, socio-economic and political data constitute the raw material for a decision, which is provided by the structured communication system.

The organisations have methods of 'socialising' the participants in the decision-making process through management techniques. Training - and study for officers on probation is quite common in most large-scale organisations. The executive must learn management techniques so that the decisions made by him her are sound and effective. Organisational values and the formal rules and regulations are sought to be injected into the minds of new entrants. Interpersonal relations have a strong impact on the decision-making process. Conflict situations between individuals in the organisation are likely to lead to blockage in communication and imperfect flow of data and information. Thus, organisational hierarchy, from this point of view, may in certain situations be an impediment to rational decision-making in an organisation.

To make a wise decision, an executive must engage in distinct steps as mentioned by Herbert Simon:

- Identify the problem;
- Analyse the problem;
- Determine possible and available alternatives;
- Evaluate the impact of alternatives; and
- Select the best alternative.

The ultimate purpose of decision-making in any organisation is to ensure rational, feasible, acceptable and practical decisions. The next important process of administration is communication, which is an integral part of every function. Let us discuss it now.

15.3.3 Communication

Communication process occupies a central place in an organisation. Herbert Simon explains communication as a process whereby decisional premises are transmitted fiom one member of an organisation to another. Simon believes, "without communication there can be no organisation, for there is no possibility then of the group influencing the behaviour of the individual". In the process, the sender of information seeks to establish commonness with the receiver.

The decision-making process is helped by the organisational communication system. Data and information are transmitted to the decision-maker through the communication channels. The most widely used model about communication has been evolved from the work of Shannon and Weaver. The basic ingredients of

the model are-a source, an encoder, message channel, a decoder, a receiver and feedback. The source is generally a member with ideas, information and a purpose for communication. The communication process involves something being sent to a receiver. What the receiver does with the communicated message is the vital part of the whole system. The perceptual process becomes a key element in the understanding of organisational communication.

Simon opines that even if there is an elaborate system of formal communication, it will always be supplemented by a complementary system of informal communication. In certain situations, information, advice and even orders flow along with informal channels. This informal network of communication is based on social relations within the organisation. In an organisation, two persons at different levels may be communicating with each other in a way not formally charted out. An informal condition of communication may be created by the social relations like friendship and competitiveness. The phenomenon of informal communication has been acknowledged as the "grapevine" that creates a system of relationships in an organisation, which is different from formal communication. Simon observes, "the grapevine is valuable as a barometer of 'public opinion' in the organisation. If the administrator listens to it, it apprises him of the topics that are subjects of interest to organisation members; and their attitude toward these topics". Many student, however, reveal that too much reliance on the informal channels may lead to the undermining of the system of formal communication in an organisation.

In an organisation, there is a need for reliable data and information for decision-making, which is widely acknowledged. For this purpose, organisations are using sophisticated information system. In which they make use of information and communication technology, such as digital devices, web networks and upgraded computer systems. In communication system, designing information system has grown into a technical profession. An attempt to develop a systematic data leads to collection and storage of useful data, which is relevant to management. The information system in communication is not a mere technique, but it is useful in solving managerial problems. Thus, data and information, which are necessary for decision-making, have to be organised and streamlined in an organisation, and for its proper supervision, adequate control processes are necessary.

15.3.4 Control

The problem of control is associated with the problem of organisational growth and survival. Formal organisations maintain a position of equilibrium by using control devices properly. The discussion on decision-making and communication flows into the larger control in an organisation. Generally speaking, control has a negative and restrictive meaning. The organisational control system is a means for checking and verifying organisational goal achievement. Control is a technical problem in achieving the organisational goal. But, its exercise evokes various types of responses from the members in an organisation. The control'is required to watch progress of work and to guard against possibilities of outcome failure. Proper information about administrative system's performance is necessary for timely decisions that emanate as control measures. The main purpose of control is to make sure that actual operation conforms to established standards. In addition, timely information about work performance is essential so that corrective action could be taken in case of any problem reported in course of performance.

Effective supervision, monitoring and evaluation are important constituents of the

control process in administration. This method of control stands for mid-course control and is popularly known as "monitoring". When an activity has reached the stage of completion, the comparison between the final result achieved and the planned result is known as "evaluation". Both monitoring and evaluation involve comparison of actual performance against pre-determined goals and are very important in the process of control. The control philosophies of personnel and managers affect the way control is exercised. In case of the subordinates, they react to the control by their varying involvement postures. The pattern of control, which characterises an organisation, is called control structure.

The control structures in an organisation are related to a sense of involvement among the members. In a coercive control structure, the persons being controlled do not feel psychologically involved in organisational affairs. It generates alienative involvement or alienation of personnel. The utilitarian control structure, provides calculative involvement, subordinates work in return for payments being received, and there is no intrinsic involvement for organisational work. The normative control structure speaks of moral involvement. Personnel perceive the organisational tasks as intrinsically good and valuable, and they enjoy doing their work for the organisation in the spirit of a moral duty.

For good results, an organisation can have a mix of all the control structures, but in practice most of the organisations have the predominance of one of the three. For example, prisons will fall in the coercive control category; religious and voluntary organisations will fall in the normative category, and most of the government organisations will fall in the utilitarian category. Mohit Bhattacharya opines that Etzioni's classificatory scheme has implications for top-level management in public organisations. In most of the government organisations, motivation to work is generally lacking and the interpersonal relations are also not very good. It largely, depends on the nature of leadership to transform the extent of involvement of members through control in achieving the organisational goals for which proper coordination is imperative.

15.3.5 Coordination

In classical administrative thought, coordination has been considered as one of the major functions of management. In certain situations, due to organisational differentiation, different segments tend to work in isolation from one another and the achievement of overall objective suffers. Therefore, proper coordination is mandatory to achieve the goals of an organisation.

According to Herbert Simon, there are two kinds of coordination: one is procedural and the other is substantive. Procedural coordination is the design of the organisation that establishes the lines of authority, delimits the spheres of activity, and specifies the relationships among its members. Substantive coordination is related to "the content of the organisation's activities. The small farmers' development association is an example of procedural coordination. An animal husbandry project that designs the different activities and the interrelations involved in the project symbolises substantive coordination.

In organisation theory, coordination has been described in the context of intra-organisational interdependencies. In this context, situations of interdependence have to be identified and appropriate coordinating devices have to be applied in order to meet the requirements. According to James D. Thompson, there are

three types of interdependencies in an organisation, such as pooled inter-dependence, sequential interdependence and reciprocal interdependence. In the context of administration, pooled interdependence exists in an organisation having a number of branches/departments. Each one of that is fairly autonomous and yet the total organisation depends for its success on the overall performance of the constituent units. The sequential interdependence is a situation where the units are so organised that the output of one unit is the input for the second. Here, the second unit cannot function unless the first unit has produced its output and passed it on to the second unit. The reciprocal interdependence exists in a situation where the output of each unit becomes input for the others.

Thompson has suggested important coordinating devices to match the situation. The 'standardisation' involves framing of explicit rules to properly guide the action of interdependent units, such type of coordination is suitable for relatively stable and repetitive situations. The 'coordination by plan' involves regulation of interdependence through the establishment of schedules, which are prepared in advance. This type of coordination is appropriate in more dynamic situations where the organisational task is of a changing nature. 'Coordination by mutual adjustment' includes transmission of information and communication in the course of action, which proves useful in more variable and unpredictable situations. In addition, formal leadership, committees and staff units also contribute in achieving coordination.

In the hierarchical pattern, superior officer at a particular level acts as a coordinator. The use of various committees is a universal organisational feature in the government organisations. There are permanent standing committees for instance, in the Municipal Corporation, which enjoy statutory powers to deal with specific functions such as financial administration, public work and education. Special or ad-hoc committees are set-up from time to time to cope with the specific situations and problems. The committee composition often reflects the need for access to data and information that would be used in decision-making and the members of other departments and organisations are taken and the representatives of public are co-opted to facilitate the coordination. Last but not the least, specific staff units are created to facilitate coordination. The computer centre is also a useful coordinating device in a complex large-scale organisation.

To sum up, organisations in action exhibit a series of important processes such as planning, decision-making, communication, control and coordination. Each of them has its own distinguishing features. There are significant behavioural implications of some of the processes like control and communication, which affect motivation and morale in an organisation. Other processes such as organising, staffing, directing, reporting and budgeting are also pertinent administrative processes that affect administrative structure and behaviour. These will be an analysed in the BDP Elective Courses in Public Administration. How these processes are applied in the government departments and enterprises is another detailed area of study, which will also be explained in the Elective Courses of Political Science and Public Administration.

Check Your Progress 2

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) Describe the important processes of administration.

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2) Explain the essentials of decision-making in an organisational context.

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3) Discuss the significance of control as a process in administration.

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15.4 LET US SUM UP

In this Unit, we have discussed the administrative structure in India at the central, state and district levels. The role of the Chief Executive at these levels and the assistance he gets from the line and staff agencies has been explained. These agencies are essential for an effective organisation of the government. The line agencies perform managerial activities and are able to accomplish their work more efficiently due to the assistance and support of staff agencies. The staff agencies remain involved in planning, research and advice. The role of auxiliary agencies is also important as they provide common services for all other agencies. In addition, the role and importance of administrative processes, that is planning, decision-making, communication, control and coordination have been discussed at length. In the next Unit, we will explain the concept, need and importance of good governance.

15.5 KEY WORDS

Collegial Executive : It represents a mixture of basic principles of the parliamentary and the presidential types. All its members are equal in rank and are responsible to the legislature. The Swiss Executive is a plural body consisting of seven members elected for a fixed term and is irremovable during the working period.

Generalists : The generalists are not specialised in the course of their education and / or training, like duties of a District Collector are general in nature covering functions such as maintenance of law and order, coordination of work in various State Government Departments etc. The generalists perform the role of a moderator, coordinator and integrator.

Hierarchy : It emphasises the need for organic relationship between superiors and subordinates. It serves as a channel of communication both upwards and downwards, even though the power and authority flow from the top to the bottom. Hierarchy ensures adherence to procedures, decentralises decision-making and lessens the burden of the Chief Executive in an organisation.

Prorogue : To discontinue the meeting of Parliament etc., without dissolving it.

Union Public Service Commission (UPSC) : An advisory body to the government, especially for matters relating to recruitment, promotions and control of the public services.

15.6 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

1) Your answer must include the following points:

- Departments
- Public Corporations and Public Enterprises
- Boards and Commissions

2) Your answer must include the following points:

- Assist, help and support the Line Agencies
- Provide information to the Line Agencies
- Advise the Line Agency
- Communicate the decisions of the Chief Executive to the other concerned Line Agencies
- Perform delegated functions on behalf of the Chief Executive

3) Your answer must include the following points:

- See Sub-section 15.2.1

Check Your Progress 2

1) Your answer must include the following points:

- Decision-making
- Communication
- Control
- Coordination

2) Your answer must include the following points:

- Knowledge of environment
- Familiarity with the decisional scope
- Management Information System
- Personnel and organisational requirements
- Knowledge of management techniques

3) Your answer must include the following points:

- Control is essential for good administration
- It ensures that the work has been accomplished according to stated objectives
- It enables the administration to identify the causes of work deficiencies
- It enables the management to suggest remedial action
- It improves the administrative system

UNIT 16 GOVERNANCE: ISSUES AND STRATEGIES

Structure

16.0 Objectives

16.1 Introduction

16.2 State and Government: Meaning, Nature and Concept

- 16.2.1 State: Important Characteristics
- 16.2.2 Government: Key Functions
- 16.2.3 Distinction between State and Government

16.3 From Government to Governance

16.4 Governance: Concept and Significance

16.5 Key Characteristics of Governance

16.6 Responsive Governance Strategies: The Indian Context

16.7 Promoting Good Governance

16.8 Let Us Sum Up

16.9 Key Words

16.10 Answers to Check Your Progress Exercises

16.0 QBJECTIVES

After reading this Unit, you will be able to:

- explain the meaning of the concept of state and government and bring out the distinction between the two;
- examine the changes in the governing process;
- discuss the concept and significance of governance;
- highlight the key characteristicsof governance;
- describe the important governancestrategies in the Indian scenario; and
- throw light on certain important issues that promote good governance.

16.1 INTRQDUCTIQN

In order to understand the concept of governance, we must be clear about the wider concept of state which encompasses government and governance. Government is a major constituent of state, as it is an instrument through which the state strives to accomplish its goals and objectives. Governance, in simple terms, means the process of decision-making and its implementation. It is broader in nature and has social, political and economic dimensions. There is a realisation on the part of governments to set goals, discharge certain key activities to realise them and be accountable for their actions to the people. Governance is a more comprehensiveconcept, as it includes privatesector, non-governmental organisations

and so on, which discharge administrative functions in a collective manner. These institutions are entrusted with certain tasks, deliver certain services to the people and are responsible for certain important activities. But there could be variations in the manner in which the activities are discharged.

It is the overall responsibility of the state to protect the life and property of its citizens. The state through the instrument of government strives to provide suitable living environment, maintain law and order and establish social justice and equality in the society, which make for good governance.

As you must be aware that globally, over the past two decades, there have been significant industrial and technological innovations. The citizens are also becoming conscious of their rights and responsibilities. There is an increase in the level of their expectations and as a result, the demand for good governance from the government, private sector and other organisations has gone up. In this Unit, we shall discuss the concept of state, government and the changing nature of tasks of government which has gradually moved from 'governing' to 'governance'. The concept and significance of governance, as well as its key characteristics shall be dealt with in same detail. We shall also highlight certain important governance strategies in the Indian context and analyse certain significant issues that need to be kept in view for promoting good governance.

16.2 STATE AND GOVERNMENT: MEANING, NATURE AND CONCEPT

It is generally believed that the society functions within the boundaries of a state. According to Heywood, a state is a political institution that establishes sovereign jurisdiction within defined territorial borders and exercises authority through a set of permanent institutions. The state functions through a number of institutions which include Parliament, judiciary, ministries, departments, public sector or state-owned enterprises. All these are involved in administration or execution of entrusted activities. Earlier, the various institutions which generally were 'public' in nature or were owned only by the government, played a major role in public administration. But now, as you must have observed, the corporate or private sector is also assuming a key role and stepping into the areas, which were previously confined *to* the state. In addition, people's initiatives in the form of non-governmental organisations, self-help groups are gathering momentum, and putting pressure on both the state and private sectors to deliver the goals.

16.2.1 State: Important Characteristics

The characteristics of the state have been in process of evolution ever since its Hobbesian conception. From Liberal to Marxian to Neo-liberal, the state has displayed different characteristics. In this Unit, we will discuss some of the characteristics of Modem State. These are:

- It comprises certain representative as well as bureaucratic institutions. It has other informal institutions also such as people's groups, community-based organisations etc. For example, a Resident Welfare Association, which looks into the needs of people residing in a particular area, is an informal institution.
- These institutions of the state operate within a defined area.

- The government is a major institution functioning at various levels. For instance in India, there is government functioning at central, state and local levels.
- It pursues several social and welfare policies.
- It provides opportunities to citizens to participate in political life and gives them the necessary rights and responsibilities.

16.2.2 Government: Key Functions

Government is one of the key institutions of the state and society. It provides necessary direction to the collective activities of individuals. The government is entrusted with:

- Providing basic goods and services including education, health, and social welfare.
- Ensuring equity through policies aimed at reducing inequalities in income and wealth between citizens.
- Formulating appropriate tax and monetary policies to provide stability in the economy.
- Producing essential goods and services. For instance, in many countries it has been the government's responsibility to provide for power generation, transportation etc. In India, the railways are owned solely by the government.
- Regulating the activities of private sector. In any country, along with the government, there is a strong presence of a private sector for providing goods and services. But it has to be regulated to protect the interests of common citizens. Here, the government plays the role of a regulator to ensure that the activities of private sector are within a proper legal framework. For example, the packaged foods manufactured by private sector need to adhere to certain prescribed minimum standards which are laid down by the government.

Anderson identifies seven basic functions of government. These include:

1) Provision of economic infrastructure;

2) Provision of various collective goods and services;

3) Resolution and adjustment of group conflicts;

4) Maintenance of competition;

5) Protection of natural resources;

6) Provision for minimum access by individuals to the goods and services of the economy; and

7) Stabilisation of the economy.

16.2.3 Distinction between State and Government

After having discussed the characteristics of state and government, let us now bring out the major differences between the state and government:

- The state is broader in nature and it includes all the institutions which are public in nature and also the private sector and citizens' organisations, while government is a part of the state.

- The state is a permanent institution. The government is temporary as it is constituted, reconstituted and can also collapse at times. It is brought to power by the people. You can see how people exercise their right to vote in general elections and bring into office the governments of their choice.

- The state's authority is exercised through the government. The policies and programmes of the state are implemented by the govemment.

- The state, in general, is said to represent the common interests of the society while the government can at times represent the interests of party in power.

Thus, it is clear that it is the government which plays a major role in providing direction to the state. The government is involved in the task of administration through various institutions. Administration in simple terms means putting into action or implementing the policies and programmes laid down by the government. Therefore, we can conclude that the state encompasses government as one of the components and government on the other hand takes recourse to administration for smooth functioning of its activities and achievement of goals.

16.3 FROM GOVERNMENT TO GOVERNANCE

The government, as we have discussed in the previous Unit, has been entrusted with wide-ranging functions. In several countries, to accomplish this, systematic planning has been adopted by the governments and enterprises have been set up to carry on commercial activities to earn profits. For example, in India after independence, public sector enterprises in certain core areas such as civil aviation, coal, steel, etc., were set up. These include Indian Airlines, Steel Authority of India Limited Oil and Natural Gas Corporation of India Limited, etc. But over time, the activities of government have been expanded to such an extent that certain problems have emerged which include mounting fiscal deficit, wasteful expenditure in state-owned enterprises. Also in general, citizens' dissatisfaction with the government's provision of services is on the rise and alternative mechanisms for delivery of goods and services are being considered. These developments have led to the thinking that the government should move away from the direct provision of services and allow private sector to enter the untredded areas. Private markets are being considered efficient as they promote competition and provide effective and prompt service to the people.

Another important development that we can witness is the onslaught of the globalisation phenomenon. The present day economies are undergoing a significant transformation and the boundaries across nations are disappearing leading to excessive interconnectedness. Developments, such as the collapse of Soviet Union, increasing dominance of the USA at various fronts including political, economic, military and so on, developments in telecommunications and information technology, removal of restrictions on trade, investment, and entry of multi-national corporations, are exerting pressure on the governmental functioning.

The role of the state in core areas is also being questioned due to the failure of

government in tackling some priority areas. Hence, this has resulted in government, which has all along been a major provider of services, withdraw from certain areas enabling the private sector, as well as people's initiatives in the form of civil society organisations expand their areas of operation. For instance in India, we find the key role being played by private sector, as well as people's associations in many spheres of activity. Rajendra Singh of Tarun Bharat Sangh in Rajasthan won the prestigious Magsaysay Award for his efforts in tackling the drought situation by reviving the rain water harvesting techniques. Many corporate enterprises such as the Tatas and Infosys are working towards upliftment of disadvantaged sections. There are many such initiatives which are gaining recognition.

The practice of public administration, which has been hitherto dominated by the government, is giving way to a networking between government, market and collective groups of people commonly referred to as 'civil society' about which you have learnt in Unit 14 of this Block. There has been a gradual shift from a narrow view of government to a broader notion of governance. The traditional approach of govemance has relied excessively on bureaucracy with emphasis on hierarchy and adherence to rules and regulations; and with citizens as mere passive acceptors or recipients of goods and services. Governance is not governor–centric now, with power and authority moving from governors to the governed. The task of governance has widened with many other actors coming into the field, blurring of boundaries between public and private sectors with lesser control exercised by government. The present concept of govemance looks at government interacting with various segments of society and economy to arrive at mutually acceptable decisions. We shall discuss the concept and significance of governance in our next Section.

Check Your Progress 1

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) What do you understand by the term "state"?

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2) Highlight the basic functions of government.

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3) Distinguish the state from the government.

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4) How is the present notion of 'governance' different from the traditional notion of governance?

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16.4 GOVERNANCE : CONCEPT AND SIGNIFICANCE

Development, in present times, is being looked at from a holistic perspective. The term, which earlier referred to economic development achieved by any country now accords importance to creating an environment in which people can lead productive lives. The wealth of any nation is its people. Hence, governance systems and processes, which foster the development of people assume **importance.** As we have discussed in the preceding Section, the term governance has gained a broader connotation. In this Section, let us discuss the evolution of the concept of governance and its significance.

There are international organisations such as the World Bank, International Monetary Fund etc., which are involved in providing financial assistance for fostering development, especially in developing countries. During 1980s, the financial aid provided by them had other conditionalities which prevailed upon the developing countries for lowering or doing away with trade barriers, withdrawing the subsidies and price controls, minimising the provision of social welfare measures, privatising the commercial activities of public or state-owned enterprises, encouraging the entry of market-forces in several areas, fostering competition and so on. The financial assistance was linked to the market-oriented reforms that these countries were expected to bring about. India was also one of the countries that attempted to implement some of these measures in 1991.

Yet, after a certain period of time, it was observed by these internatianal organisations that the results were not upto the expectations and the growth in many of the countries was slower than was originally anticipated. This made the World **Bank** in 1989 examine and publish its first major analyses based on its experience of Sub-Saharan Africa in 1989. The Bank published its Document tided "Sub-Saharan Africa: From Crises to Sustainable Growth", which identified certain key factors that came in the way of implementation of market-oriented reforms. The major reason for it was considered to be the failure of public or government institutions to perform their tasks in an efficient and effective manner.

The Bank, hence, for the first time emphasised the need to give importance to

governance. Governance, according to their interpretation has four main components:

a) Public Sector Management;

b) Accountability;

c) Legal Framework for Development; and

d) Transparency and Information Accessibility.

Governance as per these components basically implies the proper formulation and implementation of policies by government agencies, within well-defined legal framework. It also emphasises on people getting the necessary information, fostering openness in the system and ensuring accountability on the part of politicians and bureaucracy or administrators. The World Bank, in 1992, in its Report titled "Governance and Development" considered good governance as central for creating a proper environment which is necessary for sound economic policies. It pointed out the basic problems of governance faced by developing countries, which include delays in implementation of projects, inadequately enforced laws, increasing competition, lack of involvement of people in design and implementation of projects etc. Hence, it outlined the need for striving for economic, human and institutional development, as well as achieving it through key governance processes and activities.

Governance is very important in any political system, as it is the process through which the policies of a State that affect the public are implemented. Governance depends upon the three pillars of the Constitution, namely, the executive, legislature and judiciary. The legislature formulates the laws, the executive (including political and permanent) implements the laws, while the judiciary interprets the laws. For instance, the provision of adequate health, education, housing facilities, infrastructure to the citizens requires effective governance.

Presently, there is a lot of discussion on not just governance, but also good governance. Let us now attempt to distinguish the two. While governance deals with policy formulation and implementation, good governance tries to make this very activity not just efficient and effective but more accountable, democratic and responsive to people's needs. You will read about the key characteristics of governance as well as good governance in the next Sections.

Now, it must be clear to you that the concept of governance, which implies processes and mechanisms of policy formulation and implementation, is quite wide in nature. It includes government, private sector and the community as a whole. For example, the government intends to pursue the policy of provision for education for all. The policy can be formulated only by the government, but its execution involves collective efforts. Governance basically attempts to promote collaboration, working together by the government, markets, and people thereby emphasising on collective action. It aims at maximum good to the maximum number of people, which cannot be achieved only by the government, so it involves a large number of people and other public as well as private organisations. Let us now highlight the key characteristics of governance.

16.5 KEY CHARACTERISTICS OF GOVERNANCE

Governance aims at bringing an overall holistic development. According to United Nations Development Programme (1994), the goal of governance initiatives should be to develop capacities that are needed to realise development, that give priority to the poor and women, sustain the environment and create needed opportunities for employment and other livelihoods. Several international institutions, researchers and policy-makers have identified certain basic characteristics of good governance. These include:

Participation: Any democracy to be truly representative needs to seek the participation of its citizens to the maximum extent in public affairs. In India, for example, the Panchayati Raj Institutions (PRIs) at the local level and municipal bodies participate in the management of the local rural and urban bodies. These bodies comprise people's elected representatives who have an important role in participating in matters that affect their lives.

Rule of Law: Governance needs a fair legal framework to ensure the smooth functioning of administrative machinery. Rule of law protects the interests and rights of citizens.

Transparency: Information is not generally shared with the citizens by organisations, public or private. But now people have become aware and are demanding that relevant information be made accessible to them. Governance is attempting to ensure openness and transparency in the system.

Responsiveness: As a citizen, you tend to avail different services from the government, for example, a driving license, ration card, passport etc. You also expect a positive response from the service providing agency. This applies to getting basic services from the government such as electricity, drinking water, better roads, etc., where a desired response is awaited. We want responsiveness from the elected political representatives. Similarly, the administration is expected to provide effective and efficient services to the citizens. Responsiveness has become a two-way interactive process between citizens and government.

Equity: Governance has to ensure participation and equity bringing all sections of the society within its purview.

Effectiveness and Efficiency: This implies better utilisation of resources towards improved service delivery. For instance. you go to the Railway Reservation Office for booking a ticket, it is expected that the service is provided efficiently and effectively without causing inconvenience to you in terms of effort, time and money.

Accountability: Accountability is making one responsible and accountable for actions. You are accountable for the completion of work assigned to you either in house, college or at your work place. Governance requires accountability on the part of government, private sector, civil society or community based organisations for their activities. For example, during the question hour in the Parliament the Ministers, Members of Parliament, are held accountable for various aspects of the functioning of their ministries, and implementation of various programmes. This is

one way of ensuring accountability. The recent case of manufacturers of an aerated water company being held accountable for the quality of their product is a significant pointer in this direction.

Good governance, about which we have discussed in the previous Section, has certain significant characteristics. These include:

- Democratic polity;
- People's participation;
- Effective and efficient administration;
- Decentralisation;
- Use of Information Technology; and
- Cooperation between government agencies. private sector and people.

These terms which have become popular in recent times. are now the key concerns of government all over; and several measures arc being taken up to operationalise these principles. India has initiated several strategies over the last few years to improve the governance system and mechanisms. We shall make you familiar with some of these major initiatives in our next Section.

Check Your Progress 2

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) Identify the key components of governance as propounded by the World Bank in 1989.

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2) What do you understand by good governance'?

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3) Discuss the important characteristics of governance.

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16.6 RESPONSIVE GOVERNANCE SI'RATEGIES : THE INDIAN CONTEXT

In India, efforts have been initiated since independence to improve the governmental functioning. Even though several measures were taken in this direction in the pre-independence period, the then administrative system suited the British government's needs of revenue and law and order administrahon. The post-independence scenario was more in favour of Welfare State making it responsive to the needs of people. The adoption of the Constitution, Fundamental Rights, the Directive Principles of State Policy, and Planning as a means of achieving social and economic development have made the reorientation of the administrative machinery externely essential. The governance structure and systems have undergone a major revamping from revenue collection and maintenance of law and order towards socio-economic development, social welfare and citizens' satisfaction.

During 1950s and 1960s several Committees were set up which examined the organisational structure, and functioning of the Government of India as well as on the basis of their analyses, suggested suitable changes. These include Secretariat Reorganisation Committee (1947), Gopalaswarny Ayyangar Committee on Reorganisation of Government Machinery (1949), Gorwala Committee (1951). In 1953. on the Government of India's request, Paul H. Appleby of Syracuse University, USA submitted two reports on reforms of Indian administration. In 1964, a separate Department of Administrative Reforms was set up in the Ministry of Home Affairs.

The most comprehensive set of recommendations including that of administrative efficiency, were made hy the Administrative Reforms Commission (ARC) set up in January 1966. It examined the entire gamut of administration at the Centre as well as the states and submitted twenty major reports during its working of nearly four and a half years. Based on the recommendations of ARC, a Department of Personnel wac created in 1970, which was later transformed (in 1985) into a full-fledged Ministry of Personnel and Training, Administrative Reforms, Public Grievances, Pensions and Pensioners' Welfare.

Several institutions such as, Central Vigilance Commission. Central Bureau of Investigation, Lok Pal and Lok Ayukta have also been created. These reform measures were basically attempted to look into the structural changes that were desired at that time to strengthen and streamline the administrative machinery. As we have discussed in the earlier sections, since 1980s, globally many changes have taken place in social, economic and political spheres. Even in India it is being felt that the bureaucracy is inaccessible to common citizens, indifferent and is concerned more about adherence to procedures, rules and regulations. Hence, a need was felt for administration to be more efficient, responsive and accountable; promoting good governance. It was perceived that govemance structure had to extend beyond traditional bureaucracy and involve citizens, consumer groups, local bodies etc.

Conferences of Chief Secretaries and Cnief Ministers of all the Indian States and Union Territories were held in 1996 and 1997 respectively. The issue of improving

governance was deliberated there and an Action Plan was formulated to bring about accountable and citizen-friendly government. In accordance with this, several initiatives were taken by the Union and state governments. I . as highlight some of these measures:

Citizens' Charters

The concept of Citizens' Charters originated in Britain. Citizens' Charters are formulated for all those public organisations providing different kinds of services to the people. These Charters are statements that provide information to the general public about the nature of services being provided by that organisation, procedures, costs involved, mechanisms for lodging complaints in case the citizens are not satisfied, time taken for their redressal and so on. Nearly 68 organisations at the central government level have formulated Citizens' Charters. These are being introduced by state governments also. Next time you visit any government organisation, including a hospital, municipal body. you can look at the Citizens' Charter.

Redressal of Citizens' Grievances

The machinery for getting redressal of any grievance that the citizen has against any government organisation has been strengthened. A Directorate of Public Grievances has been set up in the Cabinet Secretariat in 1988 to examine complaints relating to various Ministries and Departments which have direct public dealings. Also, the organisations keep a track of the complaints or grievances that the citizens have lodged. You can also notice certain counters set up by government organisations as Information and Facilitation Counters (IFCs) including "May I Help You" counters. These help the citizens get the necessary information to facilitate their work done.

Use of Information Technology

Good governance, gives importance to the use of Information Technology (IT) for efficient and effective service delivery. As you know, now train, airline and bus reservations are computerised. At the village level also, computerisation has facilitated the compilation of land records, registration of births, deaths, and application for necessary documents from district headquarters thereby making tasks easier for the community. For example, in the State of Madhya Pradesh, the Gyandoot Programme launched in Dhar district has been a tremendous success, which won the Stockholm Award in 2000. Under this initiative, kiosks in 31 villages have been set up in Gram Panchayats which provide user charge based services to the people.

The services include agriculture produce at auction centre rates, online public grievance redressal, information regarding government programmes etc. Also one-stop services are being offered to the people in some state governments where supply of ration card. registration of vehicles, payment of property tax, electricity bills, issue of land holding certificates etc., are done at one place. The government of Andhra Pradesh has started e-seva centres. Maharashtra has set up Setu Project in Thane for this purpose. Bhoomi Project in the State of Karnataka has also gained prominence.

Right to Information

It has been increasingly felt that secrecy and lack of government

operations results in administration using powers arbitrarily in their dealings with people. Hence, efforts have been made in recent years to ensure and bring about greater transparency in administrative decisions to enable people to have an easy access to information except those relating to national defence and security. After several efforts, a 'Freedom of Information Bill'' was introduced in the Parliament which aims to provide freedom to every citizen to secure access to information under the control of public authorities. This Bill has been passed by the Parliament in 2001 and several state governments including Rajasthan, Madhya Pradesh and Karnataka have passed the Right to Information Acts. At the central government level, the Right to Information Act was passed by the Parliament on May 11, *2005*.

People's Participation and Decentralisation

The government is ensuring people's participation in governance through the 73rd and 74th Constitutional Amendments by which Constitutional status is conferred on rural and urban local bodies. These bodies are given necessary powers and authority to function as institutions of self-government. State governments have passed necessary legislation to this effect by providing for the constitution of these bodies, functions, conduct of elections devolution of resources etc.

These are in brief, some of the key initiatives taken by Indian government in fostering responsive or good governance. Any reform measure has to be sustained in the long-run Similarly. good governance can bring results by concentrating on certain key concerns that can ensure its longevity and success. Let us now throw light on these issues.

16.7 PROMOTING GOOD GOVERNANCE

Governance has assumed a prominent place in the present changing scenario. It involves. as we have discussed earlier, not just executive. legislature and the judiciary, but also the private sector and civil society organisations. The objective of good governance is to promote an effective framework which is democratic, participative and responsive. Modern government is striving towards not just achievement of economic objectives. but is also attempting to bridge the gap between citizens and administration. Governance, to be effective, needs good government.

Good governance, has to pay attention to several key issues in political, economic and civil spheres. Political governance needs to be strengthened through ensuring appropriate decentralisation measures, making elected representatives responsive and accountable to citizens, strengthening their capacities through education, awareness and training. regular. periodic and fair elections, impartial judiciary, and improving the functioning of the civil service.

Economic govemance needs to be given importance through sufficient budgetary allocations to social sector priority areas such as education, health, housing, appropriate taxation and subsidy systems. This also requires government to promote private sector development through sound business practices, creation of stable economic environment. appropriate regulatory framework. and protection of the interests of all concerned including employees, consumers and society at large. Civic governance includes harnessing of the self-initiatives of people, improving

their capacities to govern their lives; creating awareness in them and enabling them to take up active role in democratic governance processes.

The Bhagidari (Partnership) Project initiated by the Delhi government in the year 2000 is an innovative measure towards promotion of good governance. It is a partnership between government and its various agencies including Municipal Corporation, Police, Water Supply Board, Electricity Board and the Resident Welfare Associations. Their representatives meet at periodic intervals and discuss problems being faced by citizens and ways of solving them. Good governance, needs reforms on various fronts, such as functioning of Parliament, civil service, judiciary etc. Pursuing good governance needs a multi-pronged strategy which includes:

- Investing in measures that could meet human needs. especially of poor and marginalised;
- Strengthening various institutions of the state;
- Building new partnerships with the civil society; and
- Developing a new framework for government - business cooperation.

Pursuing good governance by any country requires measures at ensuring a proper balance in the functions of public, private and civic sectors in order to achieve economic development and social justice. The state, private sector and civil society, in pursuit of good governance, have to strike an appropriate balance in their roles to strive towards people-oriented development.

Check Your Progress 3

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) What are Citizens' Charters?

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2) Throw light on the objectives of Right to Information Act.

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3) List some measures for promoting good governance.

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16.8 LET US SUM UP

The state as a political institution functions through a set of specific bodies or institutions including Parliament, judiciary, ministries, private sector organisations, civil society institutions and so on. Government as a key instrument of the state plays an important role in providing direction to the policies of state. The traditional notion of government being a major actor in the process of governing, has given way to a wider notion of governance which includes along with government, the private sector and other non-state organisations. As we have discussed in this Unit, governance to be good and effective, has to be transparent, accountable, participative. effective and efficient. It is with these objectives in view that the governance initiatives by the government are being pursued. Sustenance of governance needs a multi-pronged strategy aimed at reforms on various fronts, which would foster human development. This Unit has tried to highlight some of. the key features of the state, government, governance and good governance.

16.9 KEY WORDS

Good Governance : The concept of good governance was formulated by the World Bank in 1992. It was defined as the manner in which power is exercised in the management of a country's economic and social resources for development. Good governance is a reform strategy to make government more open, responsive, accountable, and democratic. The objectives are to strengthen institutions of civil society and regulate private sector. Through good governance, an attempt is being made to establish a quality relationship between the governors and the governed.

Hobbessian State : Thomas Hobbes viewed human relationships as those of mutual suspicion and hostility. Human beings were therefore in constant state of war, which he thought was not due to human depravities but due to human nature. Since the law of nature enjoined individuals to seek peace, the only way to attain it was through a covenant leading to the establishment of state. Hobbesian state came into being as individuals surrendered all their powers through a contract to a third party who was not a party to the contract, but received all powers surrendered by individuals living in a state of nature. The *social* and political contract that came into being was irrevocable and the authority of the receiver of the contract that is the sovereign was absolute. permanent and inalienable.

Information Technology : The growth of Information Technology has revolutionised the concepts of information dissemination. All information is now available at the click of the button. Various portals and websites containing loads of information on different areas have flooded the Internet. Government Department now have their area specific websites that can be accessed by the citizens. Electronic governance or e-governance has become the buzz-word. Information Technology is striving to bring the governors and the governed closer in order to bring in efficiency, transparency and effectiveness in the management of resources in normal as well as crisis situations

16.10 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

1) Your answer should include the following points:

The state is a political institution that establishes sovereign jurisdiction within defined territorial borders and exercises authority through a set of permanent institutions such as parliament, judiciary, ministries, departments etc. It has representative as well as bureaucratic institutions and has government functioning at various levels i.e., central, state and local. The state provides rights and responsibilities to the citizens.

2) Your answer should include the following points:

- Providing basic goods and services to the citizens.
- Ensuring equity through appropriate policies aimed at reducing income inequalities amongst citizens.
- Formulating appropriate tax and monetary policies to provide stability in the economy.
- Regulating the private sector activities.

3) Your answer should include the following points:

- The concept of state is wider, as it includes all institutions, be it public, private sector and citizens. Government is a part of the state.
- The state is a permanent institution while the governrnent is temporary.
- The state's authority is exercised through the government. The policies and programmes of the state are implemented by the government.
- The state is said to represent the common interests of the society, while the governrnent can at times represent the interests of party in power.

4) Your answer should include the following points:

- The present day notion of governance is wider, as it includes not just government but also the market and civil society organisations. Unlike the traditional approach of excessive reliance on bureaucracy. hierarchy, rules

and regulative mechanism, the notion of governance, has now blurred the boundaries between public and private sectors with exercise of lesser control by government.

Check Your Progress 2

1) Your answer should include the following points:

- The main components of governance as propounded by the World Bank in 1989 include: a) Public sector management, b) Accountability, c) Legal framework for development. d) Transparency and information accessibility.

2) Your answer should include the following points:

Good governance is a holistic concept that aims at economic, human and institutional development. It attempts at efficient and effective governance, which is accountable. democratic and responsive to people's needs.

3) Your answer should include the following points:

- Participation
- Rule of law
- Transparency
- Responsiveness
- Equality
- Effectiveness and Efficiency
- Accountability

Check Your Progress 3

1) Your answer should include the following points:

- Citizens' Charters are statements formulated by public organisations. They provide information to the public about the nature of service being provided by the organisation, procedure, costs involved, mechanism for redressal of grievances and so on.

2) Your answer should include the following points:

- The Right to Information Act aims to bring about greater transparency in administrative decisions by making them known to the people. Its objective is to bring about openness in government operations by enabling the people to access the information except those relating to national defence and security.

3) Your answer should include the following points:

- Ensuring proper investment in meeting human needs.
- Strengthening the institution of State.
- Building new partnership with civil society.
- Developing a new framework for government - business cooperation.